NEW OPENINGS IN BOSTON

A Demonstration of Major Change In Three Urban Neighborhoods

(Preliminary Draft)

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PRELIMINARY DRAFT

For Staff Review

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Section I

A Summary Statement

The Proposal

It is proposed that the South End, Roxbury-North Dorchester, and Columbia Point portions of Boston become a Demonstration Cities Project. This area of Boston contains:

16% of its population - 98,000 people

9% of its land area - 2800 acres

45% of its 1960 substandard housing - 22,000 dwellings

75-80% of its non-white population - 60,000 people.

The Objectives

The project's objectives are:

- An attractive, secure, and comfortable physical environment.
- An integrated and fully employed population.
- A stable social structure.

Boston has undertaken one of the largest urban renewal programs in the country. The Demonstration Project will be the means for guiding major areas of the city through renewal in a way that

has never been done as completely before. It will provide housing where needed at all necessary rents and prices; it will demonstrate new and improved ways of rehabilitating whole neighborhoods at one time; it will demonstrate improvements in the educational, recreational and municipal housekeeping systems that will attract people to the city; it will provide a comprehensive job development and placement program; and it will be a vehicle for helping neighborhoods effect their own continuing mechanisms for change.

The Main Forces

The Demonstration Area's physical environment will be changed:

. Through urban renewal processes

- In the proposed area there are two renewal projects in execution, and one soon to be in Survey and Planning. The three projects will encompass over 50% of the population.

. Through code enforcement actions

- One section of the area, containing 5% of the population, will be incorporated into the city's concentrated code enforcement program under S. 117 of the 1965 Housing Act.

- Through direct use of demonstration funds
  - The Columbia Point area, with its population of over 5,000, will be developed directly out of demonstration funds, since it does not now qualify for urban renewal grants.

The Demonstration Area's population will be integrated and fully employed:

- Through construction of 5,000 units of new housing, added to the 4,000 already complete, underway, or programmed in Washington Park and South End.

- Through relocation in the metropolitan community of modest-income families who choose to leave the area.

- Through construction and operation of an outstanding school and library system.

- Through provision of a level of municipal housekeeping, public safety, and recreation supervision which is equal to that in the best suburbs.

- Through operation of an employee search, screening, and placement program, which permits no willing person to be unemployed.

The Demonstration Area's social structure will be strengthened:

- Through health outreach to every modest-income family residing in the area.

- Through rehabilitation of all salvageable substandard residential structures.

- Through consumer services to help poor people buy at prices commensurate with their ability to pay.

- Through expanded probation, parole, and delinquent youth services.

- Through specialized treatment centers for alcoholism, drug addiction, etc.

<u>The Dimension</u>

The Project anticipates private investment of at least $290 million in the area between 1961-72.

Item	Units	Unit of Measure	Total $Millions	Programmed or Already Invested $Millions	Anticipated $Millions
New Housing	9,500	$17,000 per unit	$160	$70	$90
Rehabilitation	38,000	1,330 per unit	50	30	20
New Industrial Space	(FAR..50) 105 acres	$15 per sq. ft.	35	10	25
Rehabilitated Industrial Space	(FAR..40) 145 acres	$5 per sq. ft.	15	5	10
New Commercial Development	(FAR..25) 80 acres	$22 per sq. ft.	22	7	15
Rehabilitated Commercial Development	(FAR..50) 60 acres	$5 per sq. ft.	7	5	2
Total Private Investment			$289	$127	$162

The Project anticipates the investment of over $150 million in federal, city, and state renewal and code enforcement funds in the Area between 1961 and the close of the Project:

Washington Park	$38.2
South End	52.6
Rest of Roxbury-North Dorchester	59.2
Total	$150 million

The area will also benefit from the investment of over $ 165 million in local and nonprofit sums in health and hospital facilities, secondary and intermediate schools, and transportation systems.

Health and Hospitals	$125 million
Secondary and Intermediate Schools	15 million
Transportation Systems	25 million*
Total	$165 million

Currently, over $131 million a year is being expended, or has been authorized by the federal government in welfare, antipoverty, health, public housing, education, and to people in the area:

Welfare	$45.
Antipoverty	20.
Health	46.
Public Housing	18.2
Education	2.7
Total	$131.9 million

The Demonstration Project proposes to achieve its purposes by the addition of $157 million in federal money during 1967-72.

* It is anticipated that $50 million in federal funds will be available for transportation facilities.

Summary of Proposed Demonstration Activities

Program	Approximate Spending "Annualized"	Approximate Spending Five Years
Housing and Related Services	$3,365,000	$16,825,000
Full Employment	6,310,000	31,550,000
Education	6,810,000	34,050,000
Health	4,600,000	23,000,000
Public Housekeeping and Public Safety	2,835,000	14,175,000
Streets, Utilities, and Parking - Construction and Reconditioning	4,100,000	20,500,000
Recreation and the Arts	2,335,000	11,675,000
Community Services	2,965,000	14,825,000
Training, Planning and Administration of the Project	1,475,000	7,375,000
Total	$34.8 million	$175 million

90% DEMONSTRATION PROJECT AID X $174 MILLION = APPROXIMATELY $157 MILLION.

Section II

The Program

Housing and Related Programs

	"Annualized"	Total
Total	$3,365,000	$16,825,000
A. Columbia Point Development	1,630,000	8,150,000
B. Nonprofit Housing Service Corporations	380,000	1,900,000
C. Rent Supplementation - For Certain Modest-Income Families	540,000	2,700,000
D. Achieving Balanced Tenancy	175,000	875,000
E. PILOT on Public Housing	300,000	1,500,000
F. Fair Housing	65,000	325,000
G. Home and Furniture Improvement Centers	100,000	500,000
H. Neighborhood Design	175,000	875,000

Housing Services

The object of the Housing Program is to assure a quick supply of convenient, comfortable, and attractive shelter for every resident in the area at a cost per month of not more than 25% of income.

A program of attractive and reasonably priced housing, built over a short period of years, will create a sufficient supply to hold rents in line, encouraging present residents to remain in the city and attracting additional families into the area. This will promote social integration and economic balance in the area.

FHA-insured mortgage loans and S. 312 loans will be the principal government instruments in the effort, and should produce an estimated private investment of over $200 million in new and rehabilitated housing.

The acquisition of land for new private housing can be achieved primarily through the use of Title I grants-in-aid.

The Boston Housing Authority also will make a substantial contribution to housing. The Authority is now underway in the leasing of 1,000 units of this housing, and has authorization to construct 1,000 new units, much of this to be in the Project Area.

Proposed:

A. Columbia Point Development. For land write-down and site development related to 221(d)3 construction at Columbia Point (per Survey and Planning Application):

"Annualized"	Five Years
$1,630,000	$8,150,000

The Columbia Point Survey and Planning Application describes land transactions and site improvements necessary to construct (d)3 housing at the Point. This is not an eligible Title I project because the area is primarily open land. It should, therefore, be financed as part of the Demonstration Cities effort.

B. Non-Profit Housing Services Corporations. For construction and rehabilitation of housing and for related services for low-income families:

	"Annualized"	Five Years
12 corporations, employing 30 people, at $240,000 in salaries; plus 25% overhead per year, plus a revolving development fund of $400,000 =	$380,000	$1,900,000

Non-profit corporations will function in the high risk areas of the Demonstration Project to construct, and manage low-cost housing; rehabilitate housing for low-income tenancy; foster cooperative and condominium ownership; acquire and operate facilities for pre-kindergarten, kindergarten, day care, and recreation, as the case may be; operate home management and family budgeting programs; act as an organizing force for neighborhood involvement in civic matters; provide shelter in their various neighborhoods for outreach and other social service work;

and operate home repair and self-help centers where the need and interest are demonstrated.

The corporations' portfolio should total about 2,700 units, at an average rehabilitation and ownership cost of $7,500 apiece. The annual average is estimated at 540 units acquired and rehabilitated, for which the corporations require a revolving development fund of (10% x $4 million)= $400,000.

C. Rent Supplements - For Certain Modest-Income Families. For supplementing the rents of those people occupying housing which costs them more than 25% of their annual income:

	"Annualized"	Five Years
$180 per year x 5,000 families for an average of three years per family =	$540,000	$2,700,000

Rents for a family of five in the Demonstration Project Area will average about $120 a month. This requires an income of at least $480 a month. Families earning less than this, but more than public housing ceilings, cannot obtain rent supplements under the present rent supplement program.

An average supplement of $15 per month for the 20% of the area families in this category is proposed.

It is assumed that the number will decline due both to income

rise, and upward adjustment in the coverage of the federal rent supplement program, so an average 3-year time period per family is anticipated.

D. Achieving Balanced Tenancy. For fostering white families' interest in occupying housing to be built within the Project:

	"Annualized"	Five Years
$25 x 7,000 units for 5 years =	$175,000	$875,000

Some white families will apply for new housing in Roxbury as it is available. Others will be attracted into the area by new schools and an improved school system. Still others will be attracted over time as the area becomes known for the changes which are occurring within it.

But, the achievement of significant integration in Roxbury early in the Program will require a more positive, personalized effort. It is proposed this effort be concentrated on the promotion of white, middle-income tenancy through an intensive public information program.

An incremental cost of $25 per unit is estimated as the expense of this effort. That expense will be for special incentives - extensive advertising in the suburbs, added management expense, and, perhaps, short-term reservation of some units for prospective tenants who cannot move in immediately.

Staff for this public information effort will include ten persons at $70,000 salaries, plus 25% overhead, plus special advertising and promotion expenses, plus payment of rent on short-term vacancies.

E. PILOT on Public Housing. For PILOT on proposed public housing in the GNRP:

	"Annualized"	Five Years
$150 a year x 2,000 units for 5 years =	$300,000	$1,500,000

This will be a payment in lieu of taxes to the City of Boston out of Demonstration Funds for the cost of municipal services to 2,000 units of public housing in the project area. It is calculated at about 15% of the gross rents for those units if rented in the private market.

F. Fair Housing. For assisting in the relocation of minority group members outside the Project Area:

	"Annualized"	Five Years
8 staff members at $53,000 in salaries plus 25% overhead =	$65,000	$325,000

This activity involves specific improvements in the real estate marketing mechanism and establishment of a climate of opinion appropriate to relocation of minority group members into suburban neighborhoods.

G. Home and Furniture Improvement Centers. For an experiment in homeowner self-help in dwelling improvement and furniture restoration:

	"Annualized"	Five Years
3 Centers at an average salary and administrative cost of $30,000 per year, plus 5-year outlay of $50,000 for equipment and supplies =	$100,000	$500,000

These centers will be established and operated by the Nonprofit Housing Corporations where there is a demand and where space can be found for the Center near the people who will use it.

H. Neighborhood Design. For a special force of residential designers who will work throughout the project area on design problems related to housing, particularly rehabilitation, street, and sub-area design:

	"Annualized"	Five Years
23 staff at salaries of $140,000 plus 25% overhead =	$175,000	$875,000

Quality is the requirement in all residential construction and rehabilitation. That quality can be obtained if an adequate design staff is at hand to establish standards, sketch building programs, sketch proposals, review plans and specifications, and otherwise assist developers, public and private, in their efforts. Experience in Boston's renewal program indicates that

good design can be achieved providing the public agency responsible for the program employs a sufficient force of designers and draftsmen. That force is estimated as follows:

Neighborhood Design Review Officer	$11,000
Roxbury-North Dorchester, South End, Columbia Point Street and Sub-Area Designers (5)	44,000
Rehabilitation draftsmen and junior designers, clerical help, etc. (17)	85,000
	$140,000

Full Employment

	"Annualized"	Total
Total	$6,310,000	$31,550,000
A. Job Shops	360,000	1,800,000
B. Basic Skills Centers	3,000,000	15,000,000
C. Job Subsidies	1,820,000	9,100,000
D. Temporary Housing-Transient Workers	170,000	850,000
E. Job Development	140,000	700,000
F. Selected Industries Building Program	920,000	4,600,000
G. Small Business Development Corporation	100,000	500,000

Employment Services

The full employment program is aimed both at placement of the unemployed and provision of qualified workers for labor-intensive industries. It is a program which can operate today at a 3% unemployment level, or tomorrow at 6% unemployment.

Its constituent personnel are:

Recruiters, who go out to find the unemployed and the underemployed.

Counselors, who test and determine the capacities of the unemployed and set them on a work track.

Job Developers, who arrange employment opportunities in industry and government.

Teachers, who teach whatever job habits and skills are appropriate

Matchers, who carry out placement of persons in jobs.

Its physical bases are:

- Selected industries, to be located on two million feet of new industrial land and within rehabilitated factory space within the Demonstration Project. These are to be labor-intensive firms.
- Skill centers, where employment practices and basic skills can be taught.
- Neighborhood job shops, where the unemployed are first interviewed and tested.

Demonstration Project funds have been budgeted to cover the estimated incremental cost of employing the unemployed and the under-employed on the assumption that existing manpower development and training programs are still too under-funded and under-staffed to achieve swift progression of the area's marginally employed up the job ladder.

Proposed:

A. Job Shops. For neighborhood operations staffed by trained indigenous persons devoting their time to seeking out marginal employables, providing simple employment, counseling, and doing spot placement or referral to skill centers:

	"Annualized"	Five Years
Four staff plus overhead equals $36,000 per shop per year x 10 shops =	$360,000	$1,800,000

The hypothesis is that marginal employables represent about 3% of the total population (or about 5% of the 18-65 year olds, less nonworking women and students, plus some 16-17 year olds, and over-65 year olds). It is, therefore, proposed to establish 10 neighborhood job shops in the project area - each to serve about 300 clients a year.

B. Basic Skills Centers. For the establishment and operation of two large skills centers (one in South End and one in Roxbury-North Dorchester) for instruction in work habits, elementary arithmetic and reading, minimal vocational skills, as needed to meet the requirements of available jobs:

	"Annualized"	Five Years
Average cost of $1,200 per person x 2500 persons per year =	$3,000,000	$15,000,000

It is anticipated that this program will discover that at least 80% of the marginally employable persons require work habit, basic literacy, and basic skills training before employment.

The two Centers will be open days, nights, and weekends, and will offer temporary job crew placements, shop work, and academic courses.

The cost of such training in a skills center has been estimated at about $500 per person, including lease of space and equipment purchase. The additional $700 per person will be used to

finance food, transportation, clothing, and other personal costs necessary to attendance at the Center or at a temporary job placement.

C. Job Subsidies. For a program for subsidizing the incremental cost to selected industries of the employment of marginal employables:

	"Annualized"	Five Years
$910 x 2,000 persons a year	$1,820,000	$9,100,000

It is assumed that much of this employment will occur in businesses which will locate on industrial sites within the Project Area, and that the program will serve about two-thirds of the job shops' caseload. A subsidy of up to $35.00 per week will be offered to the companies for as long as a year, usually for under six months. This subsidy will be in addition to OJT and other manpower funds available to the employers.

D. Temporary Housing-Transient Workers. For providing a revolving supply of housing for migrating and transient families who move into the project area and whose breadwinners join the employment program:

	"Annualized"	Five Years
Apartment rental of $156,000 per year, plus $80,000 in furnishings over 5 years =	$172,000	$860,000

One hundred large dwelling units at $130 per month for five years with furnishings (replaced once) at $800 per dwelling unit. These units will be provided on a lease basis in places convenient to employment.

E. Job Development. For a program to open job opportunities to marginal employables through industrial development:

	"Annualized"	Five Years
15 staff at salaries of $115,000 plus 25% overhead per year =	$140,000	$700,000

A small, but skilled staff will be employed to:

1. Select, or guide selection of, industry to be located on industrial sites and in rehabilitated properties in the industrial area of the Project.

2. Establish contract terms for disposition of land and rehabilitated buildings to these industrial developers.

3. Arrange contracts with these and other selected industries to employ marginal workers.

4. Operate city-wide on all job development problems affecting project area people.

F. Selected Industries - Building Program. For land and building write-down, and site development subsidies to labor-intensive

industries which will locate in the Demonstration Area nnd agree to employ marginal labor offered them through the Full Employment network:

	"Annualized"	Five Years
105 acres for development at a subsidy of $1.00 per sq. ft.	$920,000	$4,600,000

The assumption is that all new construction on industrial sites will be done by labor-intensive industries on Disposition Agreements incorporating site and job subsidies in exchange for employing some marginally employable area residents on their work force.

G. Small Business Development Corporation. For establishing one small business development corporation to assist present and potential small manufacturing and wholesaling firms in the Demonstration Area:

	"Annualized"	Five Years
Ten staff at $80,000 salaries plus 25% overhead	$100,000	$500,000

Community Action Program guidelines suggest an expenditure of not more than $100,000 a year for a Center serving a population of 100,000-500,000. One such Center is proposed to operate exclusively in the Project Area.

The office will use federal relocation aids, SBA loans, and private commercial loans where possible to finance new business. The Center will provide assistance in relocation. It will offer management and financial counseling, limited technical assistance on production problems, and capital-finding help to all those businessmen in the area who need such help.

Education

	"Annualized"	Total
Total	$6,810,000	$34,050,000
A. Public Schools - A Model	2,250,000	11,250,000
B. Child Development Centers - (Headstart)	600,000	3,000,000
C. Adult Education - Basic Learning	425,000	2,125,000
D. Public School Construction	2,800,000	14,000,000
E. Library Construction and Reading Space	735,000	3,675,000

The mission of the Education Program is to insure that all residents of the area who need education will be enrolled in quality learning programs. The spending proposed will service the child in nursery, elementary, or secondary school, the adult in vocational training, or in remedial education, and the family in library reference.

Proposed:

A. Public School Operations - Improvements. For all K-12 students a model operation of public schools providing a learning experience equivalent to that carried out in the outstanding school systems of Boston's suburbs:

	"Annualized"	Five Years
For a projected K-12 student count of 22,500, the sum of $100 additional per student =	$2,250,000	$11,250,000

It appears that Boston spends about $600 per year per student. Federal aid for the education of children from low-income families will pay 50% on top of the school's average spending per pupil. This sum will take care of the needs of about 7,500 children in the area. But there will still be 22,500 children for whom the School Department will need additional funds if it is to raise its programs to the levels now contemplated.

It is proposed the Demonstration Project contribute $100 per pupil per year to the School Department, provided that the Department uses these funds to lower pupil-teacher ratios, add special teacher cadres, give more attention to fast learners, spend more on adjustment and curriculum counseling, include in the curriculum courses tailored to the special needs of area children, and carry out such other improvements as the area's citizens judge essential to effective learning.

B. Child Development Centers: (Headstart). For pre-kindergarten children, ages three and four, an educational base which prepares them to enter school:

	"Annualized"	Five Years
2,000 children per year x $300 per child.	$600,000	$3,000,000

On the average, 1967-72, there will be 8,000 children under the age of five living in the project area. It is proposed that all three and four-year olds from families below the median income participate in Child Development Centers. The cost per year in the Development Centers can be estimated at about $600 per child. The Demonstration Project should pay half the expense, and the other half should be financed out of U.S. Education grants, such as "Headstart".

The program in the Centers should include learning and play experiences, cultural enrichment, day-nursery care, observation of behavior, and special aid for problem children.

C. Adult Education-Basic Learning. For provision of the equivalent of high school learning to all those adults willing and able to attend courses:

	"Annualized"	Five Years
170 part-time staff salaries at $340,000, plus 25% overhead=	$425,000	$2,125,000

In 1960, approximately one-fifth of the population over 25, at a minimum, had less than a high school education. It is estimated that half this number will be interested in and able to achieve

benefit from an adult education program. The 6,000 enrolled in the first year, should decline to about 1,000 in the fifth year, producing an average enrollment of about 3,500 over the period 1968-1973.

An average ten hours per week instruction will be offered for 36 weeks a year over the five year period. This means about 140 classes meeting two hours per night, five days a week, or 140 teachers and 30 administrative-custodial personnel at an average of $2,000 a year.

D. Public School Construction. For a program of construction of model schools according to the standards of the Harvard-Sargent Study, plus incorporation of the latest in community service facilities and learning aids:

	"Annualized"	Five Years
A total of $9.5 million should be spent for schools to be built in the Project Area, and another $4.5 million can be credited to the Area for construction of schools outside but serving the area.=	$2,800,000	$14,000,000

Schools exclusively serving the Roxbury-North Dorchester area, the costs of which are 100% creditable to the Demonstration Project

Intermediate:

Dudley Street and Blue Hill Avenue	$3,300,000

Elementary:

Brooks	1,500,000
Dickerman	1,500,000
Fenwick	1,250,000
Mason	750,000
Winthrop	1,250,000
Total	$9,550,000

Schools outside but serving the area:

Madison Park High School ($15,000,000/ 25% population from the area	$15,000,000
School of Business Education	3,000,000
Total	$18,000,000

About 25% of the estimated attendance will be from the Project Area.

E. Library and Reading Space. For a program of library and reading space development serving residents of the Project Area:

	"Annualized"	Five Years
A 5-year program costing $425,000 for branch libraries, plus $1,850,000 for neighborhood reading space, and $1,400,000 toward library construction =	$735,000	$3,675,000

(a) The creditable share of new libraries proposed for the Roxbury-North Dorchester area include:

Grove Hall	$275,000
Upham Corner	150,000

(b) The city also is planning to provide reading and study space in "store front" situations for area residents. These small libraries should be located close to the homes of lower-income families, because such homes lack both the books and the quiet places for reading or studying.

	"Annualized"	Five Years
Space: 40 structures @ $80 a month = $38,000 a year Furnishings: 40 units @ $400 per unit = $16,000 for five years. Books: 40,000 x $5.00 each x 100% turnover = $400,000 for five years. Staff: 40 staff members one for each location @ $5,000 per year = $200,000 + 25% overhead = $250,000 per year.	$370,000	$1,850,000

(c) The creditable share of the proposed Central Library addition equals 6% x a total cost of $24,000,000 = $1,400,000.

Health

	"Annualized"	Total
Total	$4,600,000	$23,000,000
A. Patient Service Guarantee	1,500,000	7,500,000
B. City Hospital and City Health Service Facilities	2,200,000	11,000,000
C. Special Purpose Programs for Alcoholism and Drug Addiction	900,000	4,500,000

Health care in this program includes prevention of illness, home care, ambulatory care, and hospitalization.

It includes the rehabilitation of mind and body. It is for the expectant mother as well as the very old. It encompasses processes for initial referral and continuing follow-up.

The City of Boston recently consolidated its municipal health and hospital services. This consolidated department will be responsible for the Project's health program.

Full-scale health care will be demanding on talent as well as money. Many health expenses will be met from expanding budgets for existing federal programs - Medicare, Medicaid, and construction of health facilities, for example.

But the cost of complete health services in the Area will be greater than the present financing available from HEW and OEO. It is that incremental cost which the Demonstration Project will fund.

Proposed:

A. Patient Service Guarantee. For all families and individuals whose income falls below the median income of $5,500 a year, a guarantee of those medical expenses not met from Medicaid, Medicare, hospital insurance programs, or 1% of the patient's income:

	"Annualized"	Five Years
$140 per year for clinical services to 5,000 persons, plus $500,000 per year for hospital care to 1,600 persons =	$1,500,000	$7,500,000

Current experience at the Columbia Point Housing Project indicates that it costs $140.00 a person to offer comprehensive clinical services to a modest-and low-income population. It costs $500 per person to cover the average hospital stay. Of the 50,000 persons below median income in the Project Area, about 90% will be covered by private insurance, or by the State's proposed Medicaid or its present Medicare Plan. The other 10% will be assisted out of the Demonstration Project Budget. Thus, 5000 persons will need financing of clinical services, and 1600 persons (10% of 16,000 Project Area admissions to hospitals) will need financing of hospitalization.

The combined charges to the Demonstration Project, Medicare, Medicaid, etc., will finance the city's staffing of whatever clinics, neighborhood offices, hospital out-patient and in-patient services are necessary for the Project Area's residents. All funds will be spent by the city and/or voluntary health agencies and hospitals contracting with the city.

B. City Hospital and City Health Service Facilities. For the construction by the City of Boston of $46 million in new hospital and health service facilities, all of which will serve the whole city:

	"Annualized"	Five Years
$46 million city spending x 24% =	$2,200,000	$11,000,000

City Hospital's newly proposed building program included $46 million for new sub-acute and acute patient-care buildings at City Hospital. Presently, 40% of the population served by the Hospital lives in the Project Area.

C. Construction and Operation of Half-Way Houses. The Half-Way House bridges the gap between the institution and the community. It provides for the alcoholic and drug addict a therapeutic environment, and a temporary residence. In addition, it offers a gradual re-introduction to the community, jobs, independence, and respectability.

(a) The Demonstration Area will need 10 such houses for alcoholics, each with 30 beds. Costs are estimated at:

Construction: 10 houses x $100,000 each =	$1,000,000
Operations: 10 houses x $75,000 per year x 5 years=	3,750,000
	$4,750,000

(b) Five Half-way Houses for drug addicts are proposed at the same costs:

Construction: 5 houses x $100,000 each =	$500,000
Operations: 5 houses x $75,000 per year x 5 years =	1,875,000
	$2,375,000

The total cost of $7,125,000 should be reduced 50% by other federal grants, leaving a net cost of $3.5 - $3.6 million for the five years.

Existing OEO and HEW funded programs will pick up referral and clinical research work with alcoholics and addicts. Those activities, such as the South End Skid Row Center are not to be included in this program.

Public Housekeeping and Public Safety

	"Annualized"	Total
Total	$2,835,000	$14,175,000
A. Public Housekeeping - Improvements in Operations.	2,000,000	10,000,000
B. Public Housekeeping - Construction outside the Area.	225,000	1,125,000
C. Public Safety - City Code Enforcement	150,000	750,000
D. Public Safety - New Facilities inside and outside the Area.	360,000	1,800,000
E. Safety Education	100,000	500,000

Public Housekeeping embraces all those municipal and voluntary activities devoted to the condition of streets, street furniture, utilities systems, and vacant lots within the Demonstration Area.

Trunk utility lines and the city's central incineration system are considered in ratio to their benefit to the Area. A particular concern is the system of waste disposition, whether it be the abandoned car, which must be towed away, the separation of surface and sewage drainage lines, or the removal of trash and the sweeping of streets.

Public Safety is police and fire protection; it is safety education for the pedestrian. It is rigorous enforcement of building

and housing codes. It is adequate street lighting.

In the Demonstration Project Area substantial street relighting is necessary. Street furniture should be painted. Demolition of hazardous structures must be quick and sure. Fire and police communications must be improved.

Program costs include higher level of operation, new construction, and rehabilitation of facilities.

Proposed:

A. Public Housekeeping - Improvements in Operations. For the provision of a higher level of street, utility, and vacant lot housekeeping:

	"Annualized"	Five Years
$20 x 100,000 persons =	$2,000,000	$10,000,000

A neighboring core suburb spends an average of $20 more per capita per year than Boston on its street, sewer, and water, and related services. That differential is a minimum amount to be added to the operating budget of the city for the same services in the Demonstration Area. That increment every year for five years will enable the city to:

> Establish neighborhood housekeeping patrols and equip these patrols with the most modern tools, particularly street sweepers.

Tow abandoned cars on discovery.

Keep all breaks in lines and services mended.

Experiment with and test new and better methods of rubbish collection.

Clean vacant lots monthly.

Maintain street furniture and traffic control devices regularly.

Among the special kinds of programs which will be financed from this fund will be:

(a) Neighborhood Street Maintenance Corps. For the employment of a corps of 25 retired or semi-retired persons in the neighborhoods in which they live, to be responsible for the appearance of their neighborhoods. They will operate jeeps equipped for snow removal, street cleaning, etc.; they will call upon the City's cleaning and repair corps for larger-scale or more specialized services, and they will schedule summer work programs for 16-22 year olds!

	Per Year
$100,000 for salaries and 20% overhead, and $30,000 for special equipment =	$70,000

(b) Summer Clean-up Corps. For 25 crews consisting of 8 youths, age 16-22, and an adult supervisor, to clean vacant lots, cover them where necessary, fence where useful!

	Per Year
$160,000 for staff plus 20% overhead plus $60,000 for special equipment and materials =	$250,000

(c) Neighborhood Street Maintenance Corps. For a corps of four 2-man crews and one supervisor, assigned especially to the Demonstration Area from the Traffic and Parking Department. It will be responsible for regularly maintaining street furniture and traffic control devices:

	Per Year
Salary of $50,000 plus 20% overhead and $10,000 in special equipment =	$70,000

B. Public Housekeeping - Construction Outside the Area. For a second city incinerator and related disposal processes, and for a new municipal headquarters for public works, public safety, and traffic operations:

	"Annualized"	Five Years
$7,000,000 total expense x 16% of the city's population=	$225,000	$1,125,000

The city must construct a second incinerator or share in an incinerator and disposal process provided by MDC if it is to handle all waste material being generated. The city must construct a new municipal headquarters for public works operations, public works, and public safety equipment storage and service facilities. The Capital Improvements Program's estimated cost of these facilities is $7,000,000. The population of the Demonstration Area is 16% of the City's total.

C. Public Safety - City Code Enforcement. For meeting hazardous housing situations and financing the legal enforcement of codes against homeowners unwilling to rehabilitate substandard property:

	"Annualized"	Five Years
Staff inspectors and clerical personnel at salaries of $100,000, plus 25% overhead, plus title searchers and examiners and extra legal expense.	$150,000	$750,000

None of the costs of this program will be met from existing federal grant programs. It will be an addition to concentrated code enforcement efforts.

D. Public Safety - New Facilities Inside and Outside the Area. For the construction of new fire and police stations serving the area:

	"Annualized"	Five Years
$2.4 million (less 1/4) for 4 structures	$360,000	$1,800,000

Proposals follow the recommendations of the Capital Improvements Program (1963-75). Two fire stations are to be constructed in the Roxbury-North Dorchester GNRP area, and one new police station is to be built in mid-Dorchester, and the Dudley Street Station also will serve the GNRP area.

Subtracting 25% credit taken in the Washington Park Renewal Project, the estimated creditable cost of facilities will be about $1,800,000.

E. Safety Education. For a program of conference, conversation, lecture, and demonstration, and for distribution of materials and for experiments in new methods related to the individual's safety on the street and at home, to be conducted by a small staff employed in the area for this purpose:

	"Annualized"	Five Years
10 staff members at salaries of $75,000, plus 20% overhead, plus special equipment =	$100,000	$500,000

The small staff will include five professional persons and five aides and clerical assistants.

Construction and Reconditioning

- Streets, Utilities, and Parking -

	"Annualized"	Total
Total	$4,100,000	$20,500,000
A. Water Supply	500,000	2,500,000
B. Sanitary and Storm Drainage	1,000,000	5,000,000
C. Police Signal System	100,000	500,000
D. Fire Alarm System	100,000	500,000
E. Street and Park Lighting	500,000	2,500,000
F. Street Resurfacing	600,000	3,000,000
G. Arterial Street Construction and Reconstruction	500,000	2,500,000
H. Parking	800,000	4,000,000

Improvements to the existing utilities system are a necessary and vital part of neighborhood upgrading. An improved utilities system will promote new residential and commercial uses by creating a safer and more healthful living environment.

Area improvements to accomplish these objectives include the construction and reconstruction of streets, reconstruction of deteriorated sewerage and storm drainage systems, repair of obsolete and inadequate water distribution systems, repair and modernization of the police signal and fire alarm systems, and modernization and upgrading of the street and park lighting systems.

Proposed:

A. Water Supply.

	"Annualized"	Five Years
For the replacement of deteriorated water lines.	$500,000	$2,500,000

The water supply for the City of Boston is the responsibility of the Metropolitan District Commission. Within city limits, water distribution is the city's responsibility.

About half of the city's mains were installed prior to 1900, and through tuberculation, have lost more than fifty percent of their original carrying capacity. During the interval from 1954 to 1962, there were thirty-four water main failures in the South End area. These failures are indicative of the deterioration of the water systems which must be corrected.

The city is presently initiating a Water System Improvement Plan to assure orderly progress in the updating of its water system. Federal funds can be used for main lines, but laterals do not now qualify as "basic water facilities" under federal regulations.

B. Sanitary and Storm Drainage.

	"Annualized"	Five Years
For the separation of sanitary and storm sewers on residential streets.	$1,000,000	$5,000,000

The majority of the sanitary and storm water drainage systems in the Project Area are of the combined type, and are from fifty to ninety years old. The city is presently initiating a Master Sewerage Improvement Plan to provide for orderly progress and efficiency in planning and executing its sewer improvements. Separation will be a major element in this plan, because such separation is important to effective rehabilitation of the neighborhoods. But federal grants for "basic sewer lines" cannot be used for this purpose.

C. Police Signal System.

	"Annualized"	Five Years
For improvement of the Police Signal System.	$100,000	$500,000

The system was first installed in the late 1880s. A switchboard at the division station is connected to each signal box by a separate circuit. These circuits together comprise the independent system of signal cables called a division circuit. Most of the cable is in underground conduit owned by the New England Telephone and Telegraph Company. The rest is in conduits owned by the Boston Fire Department or the Police Signal Service. Some isolated box locations are served by overhead cables.

The system is in fairly good condition but should be upgraded. The signal service must be reviewed and modified to meet the

improved land uses. Overhead cables in several areas should be replaced by underground conduits, or by microwave.

D. Fire Alarm System.

	"Annualized"	Five Years
For improvement of the Fire Alarm System.	$100,000	$500,000

The system was first installed in 1852 with the last significant addition in 1912. All alarm circuits are connected to fire alarm headquarters through box conduits. Most of the underground cable is carried in conduits owned by the New England Telephone and Telegraph Company. The Fire Department owns and maintains conduits where telephone conduits are not available.

The existing system is considered to be adequate, except that additional boxes are required in some areas. No major changes are planned except in areas where renewal may necessitate. Rehabilitation areas may require some relocation of boxes and conduits to best serve proposed land uses. Overhead cable in those areas should be replaced by underground conduits.

E. Street and Park Lighting.

	"Annualized"	Five Years
For improved street and park lighting.	$500,000	$2,500,000

Street and park lighting is an integral and important aspect of a neighborhood. The lighting standards for the City of Boston have been divided into four categories, two for major streets, and two for residential streets. These standards have been devised to provide for vehicular and pedestrian safety, and to act as a deterrent to vandalism.

Much of the proposed Project Area has deficient lighting standards. The light levels for about sixty percent of the South End area, for example, are inadequate.

F. Street Resurfacing and Reconstruction.

	"Annualized"	Five Years
For the repair of the "local" streets in the Demonstration Area.	$600,000	$3,000,000

A continuing program for the resurfacing of ten to fifteen miles of street each year in the project, limited to non-through streets in the area, but including all necessary work.

G. Arterial Street Construction and Reconstruction. For sharing the costs of arterial road construction and for rationalizing traffic flow through the Area:

"Annualized"	Five Years
$500,000	$2,500,000

Construction of the Inner Belt from the Southeast to the Southwest Expressway, of the Southwest Expressway from the Inner Belt to Readville, and of a South End Express Bypass will benefit the Area primarily by keeping through traffic off local roads.

Construction of the Washington Park Boulevard, from Washington Street to Route 9, and from Warren Street to the Southeast Expressway will do the same, but will be particularly useful as a cross-town connection for people coming to and driving from Roxbury and North Dorchester.

In addition, the area needs a more meaningful traffic pattern, with emphasis on improvement of existing arteries and more adequate and continuous cross-town routes. The proposed development of the Squantum and Thompson Island areas, for example, will require cross-town improvements in the Demonstration Project Area, and the new Washington Park Boulevard should be extended across the rest of Roxbury and North Dorchester to the bay.

A program for arterial roads must include continuous attention to safety engineering, and that, too, is included in this proposal.

Federal secondary and urban roads aid is deducted from the estimated cost of the work to be done.

H. Parking. For constructing parking spaces in commercial centers and congested residential neighborhoods. Construction of 1,000 car spaces in the Demonstration Area for both residential and commercial parking:

	"Annualized"	Five Years
2,000 spaces at $2,000 per space =	$800,000	$4,000,000

It is estimated that forty percent of the Area families and individuals will have cars, or about 10,000 automobiles to be garaged. Residential parking space will be provided with new 221(d)3 projects, but for rehabilitation areas there will be a need for as many as 1,000 off-street parking spaces.

Older commercial areas along Blue Hill Avenue in Uphams Corner, Dudley Street, etc., particularly require parking spaces if they are to emain viable. An estimated 1,000 spaces should be adequate to this need.

Once constructed, maintenance of parking spaces can be financed from meters and from small fees charged resident users.

Recreation and the Arts

	"Annualized"	Total
Total	$2,335,000	$11,675,000
A. Municipal Recreation - Improvements in Operation	1,105,000	5,525,000
B. Parks and Open Space Development	375,000	1,875,000
C. Major Indoor-Outdoor Recreation Facilities	300,000	1,500,000
D. Small Outdoor Play Areas	125,000	625,000
E. Small Indoor Recreation Spaces	70,000	350,000
F. Aiding Indigenous Art Groups	360,000	1,800,000

High population densities and limited open space, increased leisure time and its corresponding heightening of demands, aging equipment, and inadequate financing, and the physical and price remoteness of major recreational and cultural facilities for the poor - these are the reasons for a major leisure-time component in the Demonstration Project.

The intention is to provide more local parks and playgrounds, more local outdoor and indoor play areas, better and cheaper access to major recreational and cultural places, and a strong incentive to participate in performing and fine arts programs.

This opportunity must be to the very young and the very old, to the adolescent and the mature adult. It must incorporate both construction costs and operating expenses.

Proposed:

A. Municipal Recreation - Improvements in Operations. For more recreational programs, better recreation supervision, wider public participation, and better maintenance of the public parks, playgrounds, plazas, squares, and casual play areas in the Demonstration Area:

	"Annualized"	Five Years
	$1,105,000	$5,525,000
	Per Year	
1. Special Operational Programs	$655,000	
(a) For the elderly:		
A ratio of one staff member per 400 persons. Cost: 40 staff members are needed at $5,000 each per year plus 25% overhead =	250,000	
(b) For summer camping for an incremental clientele of 3,000 kids. Cost: $25 per week per two-week term x 3,000 =	150,000	
(c) For participation in and observation of performing and fine arts programs. Cost: 1000 events per year x 50 persons per event x $1.50 per person per event =	75,000	

	Per Year
(d) For the handicapped and mentally retarded child. <u>Cost</u>: $2.00 per person/hour x 10 hours per week x 45 weeks x 200 children =	$180,000
2. <u>Special Maintenance Programs</u>	<u>$250,000</u>
(a) For Neighborhood Park Maintenance Corps - for local park and play spaces, including the operation of small open outdoor skating areas ---	
The employment of 25 retired or semi-retired persons in the neighborhoods in which they live, to be responsible for custody and maintenance of all local parks, playgrounds, and casual play areas. They will call upon the city's cleaning and repair corps for larger scale or more specialized services, and they will schedule summer work programs for 16-22 year olds. They will use small trucks, jeeps for snow removal and street maintenance. They will be supervised by 2 full-time persons in the Parks and Recreation Department. <u>Cost</u>: $100,000 for salaries plus 20% overhead, plus $30,000 in equipment =	$150,000

	Per Year
(b) For summer clean-up corps. 10 crews consisting of 8 youths, age 16-22, and an adult supervisor, to clean and paint play areas and parks. Cost: $65,000 in salaries plus 20% overhead and $25,000 in special equipment =	$110,000
3. For a Higher Level of, and More Supervision of All Recreational Programs in the Project Area.	
$2.00 per capita x 100,000 persons =	$200,000

B. Parks and Open Space Development. For three major new spaces to be created in North Dorchester, Highland Park, and Columbia Point.

"Annualized"	Five Years
$375,000	$1,875,000

According to the Roxbury-North Dorchester GNRP and the Columbia Point proposals, major open spaces are to be established in:

North Dorchester	$750,000
Highland Park	275,000
Columbia Point	850,000

C. Major Indoor-Outdoor Recreation Facilities. For the provision of indoor community recreation space adjacent existing schools and in proposed new intermediate schools.

	"Annualized"	Five Years
Estimated Cost - according to Boston's 1963-1975 Capital Improvements Program =	$300,000	$1,500,000

D. Small Outdoor Play Areas. For small play areas throughout the Demonstration Area, including Washington Park and South End Renewal Areas:

	"Annualized"	Five Years
$1,250,000 less 50% federal recreation area grants =	$123,000	$625,000

The need is based on population projections, national standards, and local experience to date. None of these spaces have been included in existing renewal projects. Included are:

In Washington Park: Eight additional play areas averaging 3,000 sq. ft. per area at $4.50 per sq. ft.	$110,000
In South End: Back yard recreational space in each of 50 blocks to be rehabilitated, averaging 4,000 sq. ft. per block at $4.50 per sq. ft.	920,000
In the GNRP outside Washington Park: Eight additional play areas averaging 3,000 sq. ft. per area.	110,000
Four basket-ball sized areas, averaging 6,000 sq. ft. per area at $4.50 per sq. ft.	110,000

E. Small Indoor Recreation Spaces: For the adolescent and young child on rainy days, rented indoor recreation areas:

	"Annualized"	Five Years
Space rental of $58,000 per year and $60,000 over five years for furnishings and supplies =	$70,000	$350,000

Recreation space in houses and store fronts will be rented and equipped with a visual and audio entertainment, basic furniture, and sedentary games. Young children's recreation will be supervised by mothers on a cooperative basis and/or by volunteers. The need is estimated at the equivalent of sixty dwelling units at $80 a month rental, with furnishings and supplies at about $200 per year over five years.

F. Aiding Indigenous Art Groups. For a staff to coordinate the efforts of and determine the assistance needed by performing and fine arts groups, and for an annual endowment fund to assist groups undertaking fine arts and performing arts programs, and for a revolving fund of $500,000 to encourage acquisition and renovation of arts facilities.

	"Annualized"	Five Years
	$360,000	$1,800,000

1. Staff operations = $110,000 per year
2. Endowment fund = $150,000 per year
3. Revolving construction fund = $500,000.

Community Services

	"Annualized"	Total
Total	$2,965,000	$14,825,000
A. Home Management	1,070,000	5,350,000
B. Emergency Care	300,000	1,500,000
C. Helping the Offender	360,000	1,800,000
D. Consumer Protection	730,000	3,650,000
E. Work-Study Program	300,000	1,500,000
F. Concerted Social Services	275,000	1,375,000

"Community Services" in the Demonstration Project are those neighborhood-helping activities which support other programs such as Education and Housing. They are those activities which depend heavily upon local residents as paid aides. Or, they are ad hoc, short-term activities, quickly suspended, non-institutionalized. Generally, they have not been receiving, nor are they likely to receive, any significant funding from other sources.

Key propositions are that within each deteriorated neighborhood:

- There must be one or more professionals and several non-professionals whose exclusive concern is the people in their "turf". They are there to react to the problems the people have. Not deal exhaustively with root causes, but respond immediately to emergencies! Not provide ultimate solutions

but make connections between clients and intensive services. Not engage in therapy for therapy's sake, but help diffident people find ways to associate for their common good. Above all, carry out follow-up; walk clients to services; apprise the general public and voluntary agencies of the neighborhood change.

- There must be accessible community service offices, either store fronts within each 5,000 population areas - the "neighborhood action center", or larger buildings serving 20,000 population areas - the "multiple-service center".

- There must be help available for whatever problems individuals cannot solve. The name of the helping agency, the title of the helper, matter not at all as long as the client secures useful service.

- The organization of this effort must be mobile, imaginative, and adaptable. No attempt should be made to choose now between store front centers, multiple-service offices, a galaxy of professionals in one place, or separate containers for separate agencies.

Proposed:

A. Home Management. For a cadre of neighborhood workers, professional and nonprofessional, offering residents of their

assigned areas home management and family budgeting help, general family guidance, service and resource referral, and assistance in community association.

	"Annualized"	Five Years
Salaries of $890,000 plus 20% overhead	$1,070,000	$5,350,000

This service will be offered to all families located in deteriorating neighborhoods. It will be initiated with families and individuals whose incomes average below poverty levels, or with those residents of new and improved housing who display inadequate home mamagement and skills.

It is estimated that as many as one in four families and individuals in the area will need some form of help from the home management aides, or about 5,000 clients. Each aide can work on a reasonably frequent basis with fifty families and on an infrequent basis with 250 families and individuals. Thus, 170 full-time aides are needed. Some twenty aides are already employed in OEO sponsored programs, leaving a net need for about 150, at $4500 salary each.

One professional supervisor should be available for every ten aides (15 at $8,000 apiece). Specialists in home economics, interior decoration, community health, etc., also should be available on the ratio of at least one for each fifty aides (3 at

$8,000 apiece) plus ten clerical-custodial people (at $4200) and three directors (at $11,000 apiece).

Aides should receive adequate on-the-job training, have limited office area and an adequate carfare and supplies allowance.

B. Emergency Care. For homemaking aides to families where the mother is invalided or absent, or for emergency shelter and emergency care for families who have no housing.

	"Annualized"	Five Years
Salaries of $255,000 a year plus 20% overhead	$300,000	$1,500,000

The program will supplement the state public welfare department's homemaker and emergency care program. On an average, an estimated one hundred families a month will need some homemaker service from the Demonstration Project. The assumption is that the average homemaker will work a half-day, and that this half-time work can be performed by women of the area who have been trained to be homemakers to their neighbors ($2100 apiece).

Two resource persons, two supervisors, and three clerical people will complete the activity's staffing requirements ($45,000 a year for seven positions).

C. Helping the Offender. For sharp but temporary expansion of probation, parole, and general youth services.

	"Annualized"	Five Years
Salaries of $300,000 plus 20% administrative expense.	$360,000	$1,800,000

The proposal is to (1) increase by half the number of probation and parole and youth service workers, and thus reduce the caseload of all workers in the area; (2) finance additional judicial expenses; (3) provide added defense counsel for accused indigents, and (4) provide additional leased space out of which added personnel can work.

A chief officer ($12,000), thirteen professionals ($8,000), and twenty-six assistants ($4500) should be employed to reduce caseloads to the level where intensive help can be offered each offender. Additional court staff should be added to provide better, faster services to all (another $25,000), and a staff of at least three lawyers and three legal internes ($40,000) should be added to act as counsel for clients unable to pay for legal advice.

D. Consumer Protection. For assisting lower-income families in purchasing usable goods and services at reasonable prices and without duress.

"Annualized"	Five Years
$730,000	$3,650,000

This is a proposal to activate the President's message on consumer protection. It is a program to prevent usury in installment sales. It is also a program to abet small shopkeepers who maintain reasonable retail prices, and to assure a fair return to all commercial enterprise in the area, specifically by:

1. Helping 5,500 low-income families annually in purchasing useable goods by guaranteeing their installment contracts, so that they can obtain honest merchandise at volume prices in large outlets which do not now extend credit to them.

	Per Year
$300 in purchases a year by 5,500 clients x 5% =	$85,000

2. Fighting civil actions brought by and against low-income people and providing routine education in legal matters to them.

	Per Year
Estimated 2,500 cases a year at $25 per session plus staff of 5 lawyers and 5 internes at $70,000 per year =	$135,000

3. Providing second mortgages and/or matching grants as needed, to local retailers who are prepared to improve their quarters, their goods inventory, and their services, and are unable to obtain working capital or rehabilitation financing.

	Per Year
$1,000,000 a year in business volume estimated, of which 1/3 will be grants and 2/3 repayable low-interest rate second mortgages.	$440,000

4. Fighting deception in products, advertising, and services by means of a small trained staff's continuing surveillance of all selling in the Area.

Per Year
$35,000

5. Direction and other staff services take the balance of the budget.

Per Year
$35,000

E. Work-Study Program. For painting houses, landscaping yards, doing day nursery work, summer tutoring, and supervising summer trips for children.

	"Annualized"	Five Years
4 projects per summer at $75,000 each.	$300,000	$1,500,000

High school and college youth will be employed during summer months to carry out a program of service in the higher-risk, more deteriorated areas of the Project. Generally, they will be sponsored by and work for nonprofit housing corporations, or area associations.

Based on prior experience in the Washington Park area, the cost of four such projects, each utilizing about one hundred students, is estimated at about $100,000. A portion of the expense will be funded out of Title I and OEO monies, and any year round persons will be VISTA or Commonwealth Service Corps workers.

F. Concerted Social Services. For blanketing the gaps which continue to exist after all other programs described above have been started.

	"Annualized"	Five Years
30 staff at $230,000 plus 20% overhead per year.	$275,000	$1,375,000

It is estimated that five workers per twenty thousand people, plus two supervisors and three clerical assistants should be available to fill such gaps.

It is particularly important that these workers act as client advocates, vis-a-vis other social agencies, business corporations and governmental departments.

Project Operation

	"Annualized"	Total
Total	$1,475,000	$7,375,000
A. Recruitment and Training	$170,000	$850,000
B. Programming and Planning	290,000	1,450,000
C. General Administration	675,000	3,375,000
D. Pilot Projects	340,000	1,700,000

"Project Operation" has four facets:

Recruitment and Training. For nonprofessional and crafts tasks to be undertaken as part of the Project, whether by the Demonstration Agency, other public agencies, or by private, nonprofit groups. This must begin at the beginning of the planning period.

Planning and Programming. To refine the proposals herein set forth and continually adjust programs to fit changing needs. A direct responsibility of the Demonstration Agency.

General Administration. Direction and fiscal control, and evaluation related to all programs within the Project effort. This will be continuous throughout the Project's life.

Pilot Projects. Experiments and demonstrations during the planning period to test the newest proposals in the Program. This will be a

responsibility of the Demonstration Agency.

A. Recruitment and Training. For the establishment of a "College of the Area" program in 1967 to recruit and train persons, principally local residents for Project assignments.

"Annualized"	Five Years
$170,000	$850,000

1. Management of nonprofit and limited dividend housing, sponsored by church groups and other charitable organizations.

	Total Cost
50 students at $500 net cost the first year, and 25 students annually thereafter at $500 net cost per student per year.	$75,000

2. Home management assistance including budgeting, housekeeping, purchasing, decoration, community involvement, etc.

	Total Cost
100 students at $500 each for the first two years, and 50 students annually thereafter at $500 net cost per student per year.	$175,000

3. Work in the building trades, in rehabilitation assistance, in home mortgage financing, in sub-area planning, design, in product supplying, etc.

	Total Cost
100 students the first year and 50 students annually thereafter at $500 net cost per student per year.	$150,000

4. Small business management.

	Total Cost
20 students at $500 net cost per student/per year over five years.	$50,000

5. Operation and maintenance of day care centers.

	Total Cost
20 students at $500 net cost per student/per year over five years.	$50,000

6. Nonprofessional positions in medical services, including nursing, etc.

	Total Cost
200 students at $500 net cost per student/per year over five years, 1/4 of which shall be financed by the Demonstration City Program, the balance by Federal Health and OEO funds ($100,000 x 25%)	$125,000

7. Also, the acquisition of a teaching facility to be operated by the Demonstration Project for "College of the Area." Courses will be given in this facility by those urban institutions which are prepared to participate in the Program, or by staff hired by the Project Agency:

	Total Cost
Space must be provided for 250 students in labs and classrooms at $1500 per student, less estimated federal HEW construction grant of $150,000.	$225,000

B. Programming and Planning. For employment by the Demonstration Agency of a key staff of twenty specialists ($12,000 average salary) to plan, program, and initiate actions in activity areas. This staff will operate from the beginning of the planning period throughout the life of the Profect.

	"Annualized"	Five Years
($12,000 salary per year x 20 students plus 20% overhead per year)	$290,000	$1,450,000

C. General Administration. Two percent of all costs to commence at the beginning of the planning period and continue throughout the Project's life.

"Annualized"	Five Years
$675,000	$3,375,000

D. Pilot Projects in 1967-1968. An uncertain number of proposals among all those made should be tested during the planning period within the two active renewal projects in the Area. So, too, cost reduction proposals will be tested. The expense is calculated at one percent of all costs.

"Annualized"	Five Years
$340,000	$1,700,000

Section III

The Principles of Operation

1. The Demonstration Agency. The Boston Redevelopment Authority is proposed as the Demonstration Agency, with such statutory changes in its legislation as are necessary to achieve the mission.

The Authority has and will have the largest single public financial and personnel commitment in the proposed Demonstration Area. It is the city's representative and link to the Department of Housing and Urban Development. It has the broadest grant of powers of any agency in the city. It is staff-wise, both in numbers and expertise, prepared to move swiftly on this program. It has a reasonably good posture among community leadership within the area proposed. It has done almost all the planning and programming to date for the Area, and it will be the principal catalyst for those physical changes which the Federal Government expects to see in a Demonstration Area Agency.

2. Demonstration Project Planning Funds. Planning money will be used for research, planning, and programming activities, and for limited personnel recruitment and training, establishment of

nonprofit, citizen and expertise groups, and pilot projects and cost reductions.

The Project emphasizes immediate action. Mr. Weaver's testimony stresses immediate action, and minimizes exhaustive planning. Most of the customary physical planning for the Demonstration Area has, or can be done quickly.

The Project's goals, and the processes which are used to achieve them are best tested in trial and can, in fact, be changed as time and experience tell. So, the purpose of the planning period is to assemble a crew on the field, bring it up to the starting line, and be prepared to begin running the date of the execution contract.

3. Existing Projects. Urban Renewal, Anti-poverty Projects, and other federally-subsidized projects existing at the time of Demonstration planning grant will be continued in their current mold unless the agencies in charge choose to merge into the Demonstration Project Administration.

4. Project Administration. A project administrator will be designated by the Authority to be immediately responsible for planning, programming, and execution of the Demonstration Project. He will be responsible to the Development Administrator and the Mayor of

Boston for all actions supported out of the Demonstration Project grants.

5. Project Review. Area citizens and Boston people will participate in the planning, programming, and execution of the Project through subject-matter advisory committees (jobs, housing, etc.), neighborhood committees, and a Citizens Advisory Committee Subcommittee.

Some committees will be formal; many will be ad hoc. Some will be committees of experts, and some will be resource committees; some will be groups of neighbors. In any case, all who wish it will have their opportunity to participate.

6. Instruments. The choice of means will be pragmatic. The question will be: "Can an existing method achieve a task in the specified time?" If affirmative, then that means will be used. If negative, than a different means will be sought.

Planning and programming, recruitment and training of nonprofessionals, financial control, new development decisions, legislation adjustment and coordination will be performed by the Deomonstration Project staff.

Personnel of affected city agencies will be members of appropriate teams on a full-time basis; if necessary, for the

life of the Project. They will be involved early in the planning period, too.

7. Single Fund. All Demonstration Project funds will be channeled through one Project fund, budgeted and allocated by the Project Finance Officer in as simple, direct, and accountable fashion as possible from that Fund to all programs.

8. Personnel Standards. Personnel employed by the Project will be either Area residents, or professional and crafts people of the highest skill.

9. Cooperation Agreements. Arrangements with all cooperating agencies, as well as all necessary legal changes, will be effected before the execution grant is requested.

10. Public Information. A continuous supply of information on the project to the Area, the Boston public and any other concerned parties will be a routine operating procedure.

11. Organization Chart. On the page following is a chart. There is no intention to suggest that all these units must be on the Project's direct payroll. Any or all could be filled by contract or direct employment.

ORGANIZATION CHART

Mayor

Boston Redevelopment Authority

Development Administrator

Demonstration Project Administration

Division of Core Services	Division of Planning and Design	Division of Recruitment and Training	Division of Public Services	Division of Development	Division of Law and Arrangements	Division of Finance and Administration
Housing and Community Services Health Education Leisure Relocation	Liaison to Renewal Planning Housing Design Industries and Commercial Design Zoning and Permits	Recruitment and Training of Indigenous Recruitment and Training of Professionals Work Scheduling	Municipal Housekeeping Streets, Utilities, Parks and Playgrounds Code Enforcement Public Safety	Liaison to Renewal Projects Physical Development Outside Renewal areas	Legislation Contract Negotiations and Reviews Binder Preparation Legal Services Property Controls	Budget and Investment Post Audit Evaluation Reports Data Processing Internal Housekeeping

Section IV

How Planning and Programming are Achieved

- A Description of the Flow of Effort -

A "Core Services Staff" will be employed at the commencement of the planning period.

This staff will be charged with the planning and programming effort.

Included on the Core Services Staff will be:

A. Representatives of local universities' departments of sociology and social research. Informed and skeptical persons who can:

- Establish the hypotheses to be tested during the course of the Demonstration.
- Help establish realistic objectives for neighborhoods.
- Set a framework for continuing program evaluation and revision.
- Develop the most effective techniques for completing a comprehensive diagnostic survey of the Demonstration Area.
- Carry out diagnostic surveys.

B. Community organization and community relocation experts who can:

- Assure constructive community-wide citizen involvement in the Demonstration Program.

- Develop and/or strengthen active neighborhood associations in the Project Area.

C. Expertise from the communications media, the clergy, the public school administration, whose purpose will include:

- Developing a program for continuous public information.
- Establishing on-going church and school participation in the information program.
- Perform speaking engagements in local schools, churches and clubs.
- Be particularly concerned with the development of a climate for attracting a more racially and economically representative population into the Demonstration Area.

D. Professionals who can develop the program's substance, including:

- A Housing Development team, which will begin work at the start of the planning period.

  This team will do predevelopment work with sponsors on specific housing sites.

  It will work up and guide into execution a number of nonprofit rehabilitation programs in high- and moderate-risk neighborhoods.

  It will secure pre-commitments on new (d)3 housing developments and on rehabilitation packages under Section 220, 221(d)3, 312, and experimental housing.

It will develop BRA leasing and rent supplementation packages.

It will assist in establishing management training programs for corporations, trainees and residents.

During the planning period, up to twelve nonprofit housing corporations will be established, at least one of which will be well-financed and will concentrate on efficiency, hotel, and similar small unit rehabilitation.

It is probable that the housing development team will be composed of a number of present BRA staff.

- A Full Employment team, which will also begin work at the start of the planning period.

  The Full Employment team must be visible to all unemployed or underemployed Area residents.

  It must develop the training programs for needed skills.

  It must establish direct liaison with selected industries and other employers.

  It must act as the major resource for providing personnel to fill many indigenous staff positions required by the Demonstration Program itself.

It is probable that the full employment team will be composed of members of ABCD's staff.

- Field Teams, which will be assembled to work during the planning period in the high- and moderate-risk neighborhoods.

  These teams should consist of indigenous workers and professional specialists. They will begin problem-solving and referral work in close cooperation with the program development and housing development teams.

  Purposes of these field teams include:

  - Increasing the base of citizen participation.
  - Developing a sense of community identity and community pride.
  - Creating a psychological feeling of movement and hope throughout the Demonstration Area.

Resources Committees, which will include representatives of BRA, ABCD, BHA, Department of Welfare, Massachusetts Community Mental Health Program, UCS, Fair Housing, Inc., other social welfare agencies, local schools and churches, FHA, the City (including a representative from the personnel division), and business, commercial, banking, and real estate interests.

These committees will react to the diagnostic survey analyses, help develop programs to provide adequate social services, and open doors to other programs.

Key development tasks can be performed during the planning period.

- Letters of Intent can be secured from the various public agencies respecting the construction of facilities which they would eventually own and administer. For example, a Letter of Intent on developing a program for proposed buildings, on cooperation during the period when building plans are being developed, and a commitment to accept, use, and maintain the buildings after construction.

  Where Letters of Intent cannot be obtained, the Demonstration Agency will either assure HUD that it can carry out the work itself, or it will drop the proposal.

- Consultants can be engaged for the design of schools, recreation centers, public housing, libraries, and major open spaces. This is necessary because the lead time in employing a public-facility architect is usually so long. Also, it is more efficient,

and certainly more expeditious for design work to progress simultaneously with programming and first field operations so that construction of facilities can start soon after approval of the Program.

- The Boston Redevelopment Authority's administrative staff will be a source of "instant talent" for property acquisition, family relocation, property management, design review, disposition, engineering, and other activities involved in physical renewal. In this way, about half the job of assembling resources can be completed quickly.

Section V

The Planning Period

A. $500,000 is requested for the Planning Period.*

B. The Period will be devoted to:

1. Completing diagnostic surveys aimed at describing the characteristics, interests, and strengths of area people.

2. Establishing Core Services teams, identifying their areas of interest, founding the necessary number of nonprofit corporate entities.

3. Creating an available network of resources, social, physical, administrative, which the Demonstration Agency will utilize in execution.

4. Stimulating community activity necessary to achieve the participation in and support of Area residents for the Project.

5. Forming teams of city department personnel to assist in programming and execution of Project.

6. Recruiting and training nonprofessional persons and recruiting or arranging for the use of key professional people.

7. Achieving adequate legislation and necessary inter-agency agreements.

8. Operating several pilot projects in existing renewal projects.

9. Providing an accurate schedule of events and precise appraisal of private and public investments necessary to the Project.

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* See costs on page 58, "Project Operation"

10. Completing city CRP studies on street sufficiency and parking, citywide, to permit a determination of traffic flow and traffic needs in the Project Area.

During the planning period several related activities will be carried on by the City of Boston. These will affect the Project Area. They include:

1. Completion of the Washington Park Renewal Project and continuation of the South End Renewal Project.

2. Initiation of the Madison Park land-taking, and initiation of survey and planning for the remainder of Roxbury.

3. Concentrated code enforcement, under S. 117, in the North Dorchester section of the Project Area, and in areas abutting the Project Area.

4. Implementation of new employment programs, and continuation of existing community action programs carried on by ABCD in the Area.

5. Relocation for the new expressways to be built on the perimeters of the Area.

Section VI

First Preliminary Tentative Schedule

From September, 1966 to January 1, 1968

By December 1, 1966:

- Demonstration Cities Application formally filed.
- South End in execution.

By February 1, 1967:

- Demonstration Planning Grant approved.
- Planning Period Core Services team and top echelon organized and designated.

By May 1, 1967:

- Demonstration Area Pilot Projects and cost reduction tests ready to go.
- Area residents' diagnostic survey finished.
- All social data, financial data, etc., needed for Project collected and organized.

By July 1, 1967:

- Law adjustments drafted and introduced in legislature.
- Survey and Planning undertaken for Roxbury-North Dorchester renewal project.
- All school, library, major recreational facility, and new housing sites designated.

- Neighborhood groups all contacted and involved as need be in program, and necessary committees formed. Subject matter and citywide advisory committees formed.

- Nonprofit corporation forms and forms of other area private organizations established.

- All program proposals from all sources received and reviewed.

- Agreements drafted and negotiations begun.

By November 1, 1967:

- Demonstration Project grant application and all its program proposals completed and to the Federal Government for informal review.

- Street-by-street sufficiency study completed. Preliminary street and park/playground design proposals invited.

- Neighborhood - community contact and discussion aimed toward local approval underway.

- Membership of nonprofit corporations and other necessary private entities set.

- Additional Skills Centers cadre, and curriculum and locations set. "College of the Area" curriculum and location established.

- Discussions begin with selected industries on location in Area's industrial sites.

- Area Small Business Development Corporation in formation.

- Enabling legislation passed.

- Contracts with cooperating agencies set.

- Reports on pilot projects and cost reductions submitted.

By January 1, 1968:

- Demonstration Cities grant request approved locally and by HUD. All cooperating agency contracts signed.

- Columbia Point development design begun.

- Advance acquisition proposals for Roxbury-North Dorchester sites for housing, libraries, schools, and major recreational facilities completed, and title searches, etc., submitted to the Federal Government along with a renewal plan for Roxbury-North Dorchester.

- Preliminary public works design report finished, staging program under contract.

- All nonprofit corporations and local private organizations chartered and ready to work.

- Industrial area disposition packages preparation, title searches, design surveys, etc., underway and selected industry discussions continuing. Advance acquisition proposed for these too.

- Relocation planning begun for advance acquisition sites.

- SBDC chartered. All social service programs partly staffed and in operation.

EXECUTION COMMENCES THEREUPON.

Section VII

Legal Considerations

The present powers of the Authority and other local city agencies will be examined to assure that they have between them the necessary powers to act, or if not, that legislation is passed permitting them to act as necessary.

The Redevelopment Authority, under the provisions of Chapter 121, can be assumed to have collateral and implied powers which would permit it to make direct expenditures for some social service programs necessary to the physical renewal of the Demonstration Area, or to carry out the coordination of the activities of other private and public agencies engaged in the Area.

Section VIII

Estimated Flow of Federal Grants and Local Matching Contributions

For Programs Authorized by Present Law -

The City of Boston will receive approximately $700 million in federal aid over a five-year period, of which approximately $243 million will be applicable to the Project Area.

The local matching contribution over that five-year period will approximate $325 million of which about $130 million is applicable to the Project Area.

Most of these figures were arrived at by computing what the City is receiving annually in federal aid and what the local contributions are. Where the City has not received actual aid for a given program, but has an application pending for this aid, it has been assumed that the Program will be approved and the aid forthcoming.

For New Programs to be Initiated in the Future -

There will be additional federal grants and local contributions. For example:

- Urban renewal projects in Madison Park and Roxbury-North Dorchester.

- Hill-Harris grants for the City's Hospitals and Health Services.

- Concentrated Code Enforcement Project in Uphams Corner, etc.

The flow of federal funds for these projects has not been estimated. But, the local contribution for present programs plus these new ones should exceed $170 million annually by 1970.

The attached chart details current programs. It is the result of three months phone calls and letters to federal and local agencies asking for information on their federal grants.

CITY DEMONSTRATION PROGRAM

Estimated Current Federal Grants And Local Matching Contributions

	Estimated Federal Aid 5 Years	Percent Applicable To Project Area	Local Matching Contributions	Percent Applicable To Project Area
Urban Renewal (100% of Federal Aid Applicable to Project Area)				
Washington Park	$ 23,700,000	$ 23,700,000	$ 14,500,000	$ 14,500,000
South End	35,000,000	35,000,000	17,600,000	17,600,000
Sub Total	$ 58,700,000	$ 58,700,000	$ 32,100,000	$ 32,100,000
Poverty Program (70% of Federal Aid Applicable to Project Area)				
Community Action Programs:				
Area Allocations	$ 7,250,000	$ 5,000,000	$ 725,000	$ 500,000
Manpower Allocations	4,000,000	2,800,000	400,000	280,000
Special City-wide Projects	900,000	630,000	90,000	63,000
Small Business Development Center, Central Administration, and CAP Administration Program Development and Analysis	3,000,000	2,100,000	300,000	210,000
Headstart	2,680,000	1,876,000	268,000	187,600
Education and Multi-Service Centers	3,500,000	2,450,000	350,000	245,000
Neighborhood Youth Corps.	6,750,000	4,725,000	675,000	472,500
On the Job Training Manpower Training	650,000	455,000	65,000	45,500
Sub Total	$ 28,730,000	$ 20,036,000	$ 2,873,000	$ 2,003,600

1,599,327.00 × 5 = $7,996,635.00

579,208.05 × 5 = $2,896,040.25

	Estimated Federal Aid 5 Years	Percent Applicable To Project Area	Local Matching Contributions	Percent Applicable To Project Area
Public Ways				
Inner Belt	$100,000,000	$ 50,000,000	$ 10,000,000	$ 5,000,000
Public Health				
Health Research Facilities	$ 5,000,000	$ 800,000	$ 5,000,000	$ 800,000
Hospital and Medical Facilities Construction	4,750,000	760,000	---	---
Mental Retardation Construction Program	4,300,000	688,000	1,500,000	240,000
Health Services	7,000,000	1,120,000		
Research	200,000,000	32,000,000		
Training	62,000,000	9,920,000		
Boston City Hospital:				
Cancer Control and Demonstration	1,500,000	240,000	---	---
Community Health Services	200,000	32,000	---	---
Research:				
Project Grants	2,125,000	340,000	---	---
Research Support	1,000,000	160,000	---	---
T.B. Control	500,000	80,000	---	---
Sub Total	$288,375,000	$ 46,140,000	$ 6,500,000	$ 1,040,000
Federal Commodity Program (30% of Federal Aid Applicable to Project Area)	$ 4,500,000	$ 1,350,000	---	---

Note: During 1965 the Welfare Department received $829,816 and the Health and Hospital Department received $9,708 under this program.

	Estimated Federal Aid 5 Years	Percent Applicable To Project Area	Local Matching Contributions	Percent Applicable To Project Area
Vocational Rehabilitation				
Boston District Office	$ 2,000,000	$ 320,000	$ 1,000,000	$ 160,000
Parks and Recreation (16% of Federal Aid Applicable to Project Area)				
Open Space and Urban Beautification	$ 6,000,000	$ 960,000	$ 6,000,000	$ 960,000
Public Works (16% of Federal Aid Applicable to Project Area)				
Community Facilities Administration:				
Planning Grant	$ 415,000	$ 66,400	$ ----	$ ----
Construction Grant(1)	5,000,000	800,000	2,500,000	400,000
Sub Total	$ 5,415,000	$ 866,400	$ 2,500,000	$ 400,000
Welfare				
Old Age Assistance, Medical Assistance for the Aged, Disability Assistance, Aid to Dependent Children	$150,000,000	$ 45,000,000	$250,000,000	$ 75,000,000

Note: (1) Estimate based on Jamaica Plain proposal of $2 million to be spent on sewer and water facilities annually.

	Estimated Federal Aid 5 Years	Percent Applicable To Project Area	Local Matching Contributions	Percent Applicable To Project Area
Note: During 1966 Boston will receive approximately $30 million in Federal Aid for such programs as Old Age Assistance, Medical Assistance for the Aged, Disability Assistance, and Aid to Dependent Children. Approximately 30% of this Federal Aid will be distributed to the Project Area.				
Education (25% of Federal Aid Applicable to Project Area)				
Smith Hughes Act	$ 150,000	$ 37,500	$ 150,000	$ 37,500
George Barden Act	150,000	37,500	150,000	37,500
Vocational Education Act of 1963	875,000	218,750	875,000	218,750
Manpower Development and Training Act	8,000,000	2,000,000	800,000	200,000
Aid to Federally Impacted Areas	3,500,000	875,000	---	---
National Defense Education Act	500,000	125,000	500,000	125,000
Elementary and Secondary Education Act: Title I-Program for the Disadvantaged(1)	18,000,000	13,500,000	---	---
Elementary and Secondary Education Act: Title II-Library Resources	900,000	225,000	---	---
Elementary and Secondary Education Act: Title III-Supplementary Education Centers	1,050,000	262,500	---	---

	Estimated Federal Aid 5 Years	Percent Applicable To Project Area	Local Matching Contributions	Percent Applicable To Project Area
Federal Surplus Property	$ 1,250,000	$ 312,500	$ ---	$ ---
School Lunch Grants(2)	400,000	100,000	3,650,000	912,500
School Milk Program(3)	1,075,000	268,750	2,150,000	537,500
Economic Opportunity Act of 1964- Adult Basic Education(4)	350,000	262,500	---	---
Sub Total	$ 36,200,000	$ 18,225,000	$ 8,275,000	$ 2,068,750

Notes:

(1)(4) 75% of Federal Aid Applicable to Project Area.

(2) Local Contribution includes City Appropriation, State Share and Pupil Costs.

(3) Local Contribution includes State Share and Pupil Costs.

Law Enforcement (16% of Federal Aid Applicable to Project Area)

Modernization of Police Communication	$ 275,000	$ 44,000	$ ---	$ ---
Standardization of Police Reporting Methods and Records Utilization Procedures	215,000	34,400	---	---
Sub Total	$ 490,000	$ 78,400	$ ---	$ ---

Note: It is estimated that additional funds for similar programs will be applied for during the next five years.

	Estimated Federal Aid 5 Years	Percent Applicable To Project Area	Local Matching Contributions	Percent Applicable To Project Area
		60%		60%
Public Housing				
Boston Housing Authority:				
(1) Contributions	$ 17,000,000	$ 2,720,000	$ 8,000,000	$ 880,000
(2) Payments in Lieu of Taxes: Average rent per month = $60 x 10,000 units				600,000
Instant Housing				
Sub Total	$ 17,000,000	$ 2,720,000	$ 8,000,000	$ 1,480,000
Civil Defense				
Boston Civil Defense Agency	$ 250,000	$ 40,000	$ 250,000	$ 40,000
Library				
Boston Public Library: Title I-Library Services Construction Act	$ 625,000	$ 100,000	$ ---	$ ---
GRAND TOTAL	$698,285,000	$244,535,800	$327,498,000	$120,252,350